

WEST VIRGINIA DIVISION OF HIGHWAYS  
ADMINISTRATIVE OPERATING PROCEDURES  
SECTION V, CHAPTER 2

---

SECTION TITLE: HIGHWAY OPERATIONS  
CHAPTER TITLE: INTRODUCTION TO HIGHWAY OPERATIONS

---

Republished: 11/1/2000

Effective: 7/1/89

- I. [INTRODUCTION](#)
- II. [PLANNING](#)
- III. [ORGANIZING](#)
- IV. [DIRECTING](#)
- V. [CONTROLLING](#)

I. **INTRODUCTION**

The act of managing highway maintenance can be a complex and harrowing experience. Maintenance tasks are varied and often the tasks must be performed under less than ideal conditions. Maintenance managers must contend with weather and the changing seasons, traffic pattern extremes, resource availability, and public pressure to name but a few of the variables. The Highway Operations Management System was designed, and has further been enhanced, to provide the tools for successfully managing the highway maintenance program.

The process of management is not a series of separate functions; rather it is a composite process made up of the individual functions: Planning, Organizing, Directing, and Controlling. Not one of these functions can be performed without involving the others.

II. **PLANNING**

Every manager must, to some extent, make plans for the future. Plans may vary from the immediate to the long-range, and from the simple to the involved. Planning is not a function reserved exclusively for upper management. Every manager, regardless of organizational level, must plan and this is certainly true for the management of highway maintenance activities. For successful managers, planning is almost second nature to breathing.

Every managerial act is laced with varying degrees of planning. When one considers the level of service required of the DOH in general and particularly the maintenance work area, along with the many variables and often complex nature of the required tasks, one can readily understand the need to plan. Without proper planning, the operations become

confused, ineffective and more often than not, cost prohibitive. It is a fact, that careful, well thought planning can advance an organization from a level of mediocre existence to one of leadership.

### III. **ORGANIZING**

Managers must constantly organize - organize personnel, organize materials, organize time, organize activities. Organizing brings order out of chaos and introduces system into the environment. Organizing consists of: 1. determining what activities or tasks need to be done to reach the organizational goal/plan; 2. grouping and assigning the activities to subordinates, and 3. delegating the required authority to the subordinates to carry out the assigned tasks.

Like planning, organizing is an inseparable part of the management cycle. A manager must plan prior to organizing, but generally in a composite manner - such that neither function is separately discernable, but both intermixed in the whole management function. Organizing the highway maintenance program is a daily requirement of maintenance supervisors. Each day's planned activities must be organized to insure the optimum efficiency and use of resources.

### IV. **DIRECTING**

Directing is the managerial function that relates to those activities that deal directly with influencing, guiding, and supervising subordinates. The single most important ingredient of directing is communication. The manager's communicative skills (all forms) will dictate the success that manager has with directing.

A manager cannot knowingly direct without also planning and organizing. An unplanned, disorganized directive is certainly a meaningless accumulation of words. Highway maintenance supervisors, at each level, from the Maintenance Crew Leaders to the Assistant Administrator - Maintenance are involved in directing. Like planning and organizing, directing cannot stand alone and is performed in conjunction with the other management functions.

### V. **CONTROLLING**

Whenever people are joined together in a common undertaking or task, some form of control is always necessary. The control function of management consists of those activities which are undertaken to force events to conform to the prearranged plans. Thus we see that planning is necessary for control. Whenever planned objectives are not reached, the manager must implement a control action to remedy the situation.

Managers must often direct subordinates to follow a planned and necessary action. This is the control function of management and like the functions of planning, organizing, and directing, control cannot exist alone. The highway maintenance manager utilizes the control function daily and each level of management implements control to varying degrees.

The following Chapters (Numbers 3 through 13) deal with the various subsystems and programs of the DOH Highway Operations Management System. Each portion of this vital management program is explained in detail and where possible, the management process

and the relationship to the chapter is re-addressed; the purpose being to make the highway maintenance managers ever mindful of the managerial tools available to them through the Highway Operations Management System.